

**U.S. Department of Energy**  
**Washington, D.C.**

**PAGE CHANGE**

DOE O 151.1 Chg 2

8-21-96

**SUBJECT:** COMPREHENSIVE EMERGENCY MANAGEMENT SYSTEM

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1. PURPOSE. To transmit revised pages to DOE O 151.1, COMPREHENSIVE EMERGENCY MANAGEMENT SYSTEM.
2. EXPLANATION OF CHANGE. To make changes in the assignment of responsibilities for the Emergency Manager, as directed by the Deputy Secretary and the National Security Executive Committee. No other substantive changes are made, although some administrative, editorial changes are made to promote clarity.
3. FILING INSTRUCTIONS.

a.	<u>Remove Page</u>	<u>Dated</u>	<u>Insert Page</u>	<u>Dated</u>
	9	9-25-95	9	8-21-96
	10	9-25-95	10	9-25-95
	I-1	9-25-95	I-1	8-21-96
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	V-3	9-25-95	V-3	8-21-96
	V-4	9-25-95	V-4	9-25-95

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- b. After filing the attached paged, this transmittal may be discarded.

BY ORDER OF THE SECRETARY OF ENERGY:



ARCHER L. DURHAM  
Assistant Secretary for  
Human Resources and Administration

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**Distribution:**  
All Departmental Elements

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**Initiated By:**  
Office of Nonproliferation  
and National Security

Approved: 09-25-95  
Review Date: 09-25-97  
Change 1: 10-26-95  
Change 2: 08-21-96

**SUBJECT: COMPREHENSIVE EMERGENCY MANAGEMENT SYSTEM**

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1. OBJECTIVES.

- a. To establish policy, and assign and describe roles and responsibilities for the Department of Energy (DOE) Emergency Management System. The Emergency Management System provides the framework for development, coordination, control, and direction of all emergency planning, preparedness, readiness assurance, response, and recovery actions.
- b. To establish requirements for comprehensive planning, preparedness, response, and recovery activities of emergency management programs for DOE or for organizations requiring DOE assistance.
- c. To describe an approach to effectively integrate planning, preparedness, response, and recovery activities for a comprehensive, all-emergency management concept.
- d. To integrate public information and emergency planning to provide accurate, candid, and timely information to site workers and the public during all emergencies.
- e. To promote more efficient use of resources through greater flexibility (i.e., the graded approach) in addressing emergency management needs consistent with the changing missions of the Department and its facilities.
- f. To ensure that the DOE Emergency Management System is ready to respond promptly, efficiently, and effectively to any emergency involving DOE facilities, activities, or operations, or requiring DOE assistance.
- g. To integrate various requirements promulgated by other agencies into the Department's Emergency Management System.
- h. To eliminate duplication of emergency management effort within the Department.

2. CANCELLATIONS. The Orders listed below are canceled. Cancellation of an Order does not, by itself, modify or otherwise affect any contractual obligation to comply with such an Order. Canceled Orders incorporated by reference in a contract will remain in effect until the contract is modified to delete the reference to the requirements in the canceled Orders.

- a. DOE 5500.1B, EMERGENCY MANAGEMENT SYSTEM, of 4-30-91.

Vertical line denotes change.

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**Distribution:**

All Departmental Elements

**Initiated By:**

Office of Nonproliferation  
and National Security

## **CHAPTER I**

### **RESPONSIBILITIES**

1. UNDER SECRETARY. Serves as senior emergency management policy official.
2. DIRECTOR OF NONPROLIFERATION AND NATIONAL SECURITY (in addition to responsibilities as the Cognizant Secretarial Officer):
  - a. Provides overall direction to the Director of Emergency Management for the management and allocation of resources and development of capabilities for emergency management activities.
  - b. Serves as the Emergency Manager for all activations of the Headquarters Emergency Management Team.
3. DIRECTOR OF EMERGENCY MANAGEMENT is the single point of contact and control for all emergency management activities and has program management responsibilities and authorities for the following.
  - a. Issues all policy, requirements, and guidance for the Department's Emergency Management System.
  - b. Coordinates and concurs on all emergency management activities, including intra- and inter-Departmental and international activities, Departmental commitments, and exercise and response activities.
  - c. Ensures the Emergency Management System provides a comprehensive and integrated approach to emergency management, including planning, preparedness, response, and recovery.
  - d. Evaluates all line/program emergency management activities. (The Assistant Secretary for Environment, Safety and Health provides independent oversight.)
  - e. Ensures emergency management program integrity through integration of all programs, systems, assets, capabilities, training, and response.
  - f. Conducts emergency management program reviews and attends line management program reviews.
  - g. Establishes, charters, administers, convenes, and chairs the Standing Emergency Management Coordinating Committee.
  - h. Establishes, charters, administers, convenes, and chairs the Emergency Management Advisory Committee.

- (2) A system/program is established and maintained for 24-hour initial receipt and further dissemination of emergency notifications; and a current listing of personnel designated to perform the function is maintained and routinely provided to the Director of Emergency Management.
- (3) Specialized technical representatives and subject matter experts are provided when a Headquarters Emergency Management Team is convened.
- (4) Training and response is adequate in Operations/Field Office programs.
- f. Conduct line management reviews of program-specific emergency management activities in coordination with the Director of Emergency Management.
- g. Coordinate with the Assistant Secretary for Congressional, Public and Intergovernmental Affairs, and the Director of Emergency Management to provide for the handling and control of information on emergency situations.
- h. Assign:
  - (1) Deputy Assistant Secretary or Associate Deputy Assistant Secretary or equivalent level to serve on the Standing Emergency Management Coordinating Committee;
  - (2) Deputy Assistant Secretary or Associate Deputy Assistant Secretary or equivalent to serve as the Deputy Chief of Staff for Technical Operations and to co-direct the Headquarters Technical Operations Cadre; and
  - (3) Senior representatives for the Emergency Management Advisory Committee.

8. OPERATIONS/FIELD OFFICE MANAGERS.

- a. Implement emergency management policy and requirements, and maintain programs and systems consistent with policy and requirements.
- b. Establish and maintain an effective, integrated emergency management program.
- c. Partner with the Cognizant Secretarial Officers, the Associate Deputy Secretary for Field Management, the Assistant Secretary for Environment, Safety and Health, and the Director of Emergency Management to establish

## CHAPTER III

### **OPERATIONAL EMERGENCY BASE PROGRAM**

1. **GENERAL REQUIREMENTS.** Each DOE site/facility shall have an Operational Emergency Base Program that provides the framework for response to serious events involving health and safety, the environment, safeguards, and security. These events are not unique to DOE operations. Any event involving the release of oil is within the scope of the Operational Emergency Base Program.
2. **RELATED REGULATIONS AND PLANS.** The Operational Emergency Base Program shall provide for compliance with the following regulations and plans developed by other Federal Agencies and DOE Offices, and with those State and local planning and preparedness requirements that apply:
  - a. Occupational Safety and Health Administration requirements for employee evacuation plans (29 CFR 1910.38) and notification systems (29 CFR 1910.165).
  - b. Federal property management regulations for occupant emergency programs (41 CFR 101-20.103-4) and accident and fire prevention (41 CFR 101-20.105).
  - c. Federal Emergency Management Agency requirements for emergency operations plans for State and local governments (44 CFR 302) that address similar hazards.
  - d. Federal Energy Regulatory Commission requirements for emergency plans (18 CFR 12.20) to protect the health and safety of members of the public upstream and downstream of water projects (dams).
  - e. Environmental Protection Agency requirements, implementing the Clean Water Act through the National Pollution Discharge Elimination System (40 CFR 100 through 129). Of particular note are requirements for contingency planning for oil spills through the 40 CFR 112 series, which mandates preparation of Spill Prevention Control and Countermeasure Plans.
  - f. Environmental Protection Agency requirements implementing the provisions of the Safe Drinking Water Act (40 CFR 141-142).
  - g. Environmental Protection Agency requirements implementing the Comprehensive Environmental Response, Compensation, and Liability Act, embodied in the 40 CFR 300 series, including Title III, the Emergency Planning and Community Right-to-Know Act, embodied at 40 CFR 355.
  - h. Department of Transportation requirements for emergency response information (49 CFR 172.600 series) and hazardous materials training (49 CFR 172.700 series).

- i. DOE O 420.1, FACILITY SAFETY, which addresses requirements for fire protection programs that include response by DOE or local community fire departments.
- j. DOE 5480.8A (or replacement directive), which addresses requirements for planning for treatment of the injured during emergency or disaster situations.
- k. DOE O 470.1, SAFEGUARDS AND SECURITY PROGRAM, which addresses requirements for appropriate protection levels for DOE interests and documentation in facility-specific Site Safeguards and Security Plans.

### 3. PLANNING PHASE.

- a. Integration of Planning. A hazards survey (i.e., qualitative examination) shall be used to identify the conditions to be addressed by the comprehensive emergency management program. Much of the hazards survey should already have been done in the course of meeting other DOE and Federal agency requirements.
  - (1) Each hazards survey shall:
    - (a) identify (e.g., in matrix or tabular form) the emergency conditions (e.g., fires, work place accidents, natural phenomena, etc.);
    - (b) describe the potential health, safety, or environmental impacts; and
    - (c) summarize the planning and preparedness requirements that apply.
  - (2) Each hazards survey shall combine as many facilities as possible that are subject to the same types of hazards. For sites having facilities that require development of quantitative hazards assessments as described in Chapter IV, the remaining facilities may be covered by one hazards survey.
  - (3) Hazards surveys shall be updated whenever operations warrant a change, but not less than every 3 years.
- b. Existing Plans. Existing plans, such as catastrophic earthquake plans or mass casualty plans detailing compliance with Federal, State, and local standards, may be incorporated directly into the Operational Emergency Base Program or invoked by reference.
- c. Planning Requirements. The Operational Emergency Base Program shall provide for integrated planning to meet the response requirements identified in the hazards survey. At a minimum, the Operational Emergency Base Program shall address the following.

## CHAPTER V

### OPERATIONAL EMERGENCY EVENTS AND CONDITIONS

1. GENERAL. Operational Emergencies are unplanned, significant events or conditions that require time-urgent response from outside the immediate/affected site/facility or area of the incident. Such emergencies are caused by, involve, or affect DOE facilities, sites, or activities and represent, cause, or have the potential to cause the events or conditions described below. Incidents that can be controlled by employees or maintenance personnel in the immediate/affected facility or area are not Operational Emergencies. Incidents that do not pose a significant hazard to safety, health, and/or the environment and that do not require a time-urgent response are not Operational Emergencies. Note that the initiating events described below are not all-inclusive. Other initiating events that warrant categorization as Operational Emergencies shall be included in site/facility-specific procedures. Less severe events are reported through the "Unusual Occurrence" and "Off-Normal Occurrence" process described in DOE O 232.1.
2. EVENTS THAT DO NOT REQUIRE FURTHER CLASSIFICATION. An Operational Emergency shall be declared when events occur that represent a significant degradation in the level of safety at a site/facility and that require time-urgent response efforts from outside the site/facility. These events do not require further classification (i.e., as Alert, Site Area Emergency, or General Emergency). Such events include the following.
  - a. Health and Safety. The following events or conditions represent, cause, or have the potential to cause serious health and safety impacts to workers or members of the public.
    - (1) Discovery of radioactive or other hazardous material contamination from past DOE operations that is causing or may reasonably be expected to cause uncontrolled personnel exposures exceeding protective action criteria.
    - (2) An offsite hazardous material event not associated with DOE operations that is observed to have or is predicted to have an impact on a DOE site such that protective actions are required for onsite DOE workers.
    - (3) An occurrence that causes or can reasonably be expected to cause significant structural damage to DOE facilities, with confirmed or suspected personnel injury or death or substantial degradation of health and safety.
    - (4) Any facility evacuation in response to an actual occurrence that requires time-urgent response by specialist personnel, such as hazardous material responders or mutual aid groups not normally assigned to the affected facility.

- d. Offsite DOE Transportation Activities. The following events or conditions represent an actual or potential release of radiological or non-radiological hazardous materials from a DOE shipment.
  - (1) The radiation dose from any release of radioactive material or the concentration in air from any release of other hazardous material is expected to require establishment of an initial protective action zone. ("Initial protective action zone" is defined in DOT RSPA P 5800.6, as amended or updated, 1993 Emergency Response Guidebook).
  - (2) Failures in safety systems threaten the integrity of a nuclear weapon, component, or test device.
  - (3) Damage to a nuclear explosive, nuclear explosive-like assembly, or Category I/II quantity of Special Nuclear Materials as a result of a transportation accident.

3. EVENTS REQUIRING FURTHER CLASSIFICATION. Operational Emergencies shall be classified as either an Alert, Site Area Emergency, or General Emergency, in order of increasing severity, when events occur that represent a specific threat to workers and the public due to the release or potential release of significant quantities of radiological and non-radiological hazardous materials. Classification aids in the rapid communication of critical information and the initiation of appropriate time-urgent emergency response actions. Events listed in Section 2, this Chapter, that serve as initiating events for the release of hazardous materials will be classified under the provisions of this Section.

- a. Alert. An Alert shall be declared when events are predicted, are in progress, or have occurred that result in one or more of the following.
  - (1) An actual or potential substantial degradation in the level of control over hazardous materials (radiological and non-radiological).
    - (a) The radiation dose from any release to the environment of radioactive material or a concentration in air of other hazardous material is expected to exceed either:
      - 1 the applicable Protective Action Guide or Emergency Response Planning Guideline at or beyond 30 meters from the point of release to the environment or
      - 2 a site-specific criterion corresponding to a small fraction of the applicable Protective Action Guide or Emergency Response Planning Guideline at or beyond the facility boundary or exclusion zone boundary.
    - (b) It is not expected that the applicable Protective Action Guide or Emergency Response Planning Guideline will be exceeded at or beyond the facility boundary or exclusion zone boundary.